

WEST OF ENGLAND EIP – SUBMISSION OF FURTHER INFORMATION

VIRIDOR WASTE MANAGEMENT

SESSION ON FUTURE CAPACITY REQUIREMENTS

Introduction

The consultation process has confirmed that the baseline figures of 800 ktpa of recovery capacity and 5.9 million m³ of landfill capacity have broad acceptance as the minimum figures that the West of England should be making provision for.

The key issues are therefore considered to be:

1. Whether the JWCS should be seeking to maximise the diversion of waste from landfill and be making it explicit in the supporting text that the 800 ktpa is a minimum and that as much of the identified landfill capacity should be diverted to recovery as possible; and
2. Whether providing greater capacity within the individual zones identified in figure 6.1 of the JWCS represents an over provision or whether as stated in the JWCS these tonnages are indicative and not maximums to be achieved in each zone.

Issue 1

It is considered that the policy framework provided by the 2008 Waste Framework Directive, PPS10 and the objectives of the Joint Waste Core Strategy all support the implementation of a strategy that is based on maximising the diversion of waste from landfill.

2008 Waste Framework Directive

Article 10 of the 2008 Waste Framework Directive confirms that “*Member States shall take the necessary steps to ensure that waste undergoes recovery operations, in accordance with Articles 4 and 13.*” Treating residual waste to recover energy from it will comply with Article 4 by moving the management of waste up the waste hierarchy. In respect of Article 13 it will be the role of individual planning applications to demonstrate that:

1. There will be no risk to water, air, soil, plants or animals;
2. There will be no nuisance through noise and odours; and
3. There will not be an adverse effect on the countryside or places of special interest.

Article 16 of the 2008 Directive deals with the principles of self sufficiency and proximity and states that appropriate measures should be taken to establish an integrated and adequate

network of installations for the recovery of waste. This network will enable waste to be recovered in one of the nearest appropriate installations. The West of England currently has no suitable recovery capacity and exports the majority of its residual waste out of the sub region to landfill. Clearly this needs to change and an approach based on maximising the diversion of waste from landfill within the sub region will contribute most to the implementation of Article 16.

It is noted that the Coalition Government has announced a review of waste policies and that this process has started with a call for evidence in July 2010, which has recently closed in October 2010. It is the Government's intention to issue preliminary findings in Spring 2011 with any new policies following after that date. This review is therefore still at a very early stage but any new policy will have to comply with the 2008 Waste Framework Directive and the emerging regulations and I have already set out my view that an approach based on maximising the diversion of waste from landfill complies with these and will therefore comply with any revised Government policy.

In addition, a key part of this review is the Government's overarching commitment to work towards a zero waste economy, which they consider should have the following characteristics:

1. resources are fully valued;
2. one person's waste is another's resource;
3. overtime we get as close as we can to zero landfill; and
4. a new public consciousness in our attitude to waste.

It is considered that recycling and energy recovery will be a key part of delivering a zero waste economy they will maximise recovery of renewable/low carbon energy ensuring that resources are fully valued and used. In addition the aim of seeking to treat all residual waste prior to landfill will reduce the quantity of waste that has to be landfilled to the absolute minimum.

A strategy based on maximising the diversion of waste from landfill will therefore comply with the requirements of the 2008 waste framework directive and the current government review of waste policy.

PPS 10 – Planning for Sustainable Waste Management

PPS 10 – Planning for Sustainable Waste Management sets out the latest Government policy on planning for waste management facilities and objectives for sustainable waste management (paragraph 3 of PPS10) as follows:

1. *Help deliver sustainable development through driving waste management up the waste hierarchy, addressing waste as a resource and looking to disposal as the last option, but one which must be adequately catered for. A strategy based on maximising the diversion of waste from landfill will help drive the management of waste up the waste hierarchy and treat waste as a resource by providing recycling and recovery capacity to treat waste remaining after recycling and composting has taken place and using the waste to generate electricity;*

2. *Provide a framework in which communities take more responsibility for their own waste, and enable sufficient and timely provision of waste management facilities to meet the needs of their communities. Maximising diversion of waste from landfill will contribute favourably to Bristol and the West of England providing the new waste management infrastructure that is required and will demonstrate that they are taking responsibility for their waste;*
;

3. *Help implement the national waste strategy, and supporting targets, are consistent with obligations required under European legislation and support and complement other guidance and legal controls such as those set out in the Waste Management Licensing Regulations 1994. Maximising the diversion of waste from landfill will ensure that targets are met and exceeded. There is currently no operational waste recovery capacity in the West of England so the majority of residual waste currently has to be exported from the sub region for disposal. Implementing the JWCS will therefore reduce the distance waste currently has to travel for treatment and will meet an identified need for new waste recovery capacity within the West of England; and*

4. *Reflect the concerns and interests of communities, the needs of waste collection authorities, waste disposal authorities and business, and encourage competitiveness.* Maximising the diversion of waste from landfill will meet the needs of the waste collection and disposal authorities and businesses in the area and will provide a source of new energy generation capacity which will assist in the delivery of the Government's climate change objectives which is considered to be of benefit to all the communities within the West of England.

A strategy based on maximising the diversion of waste from landfill will therefore comply with the objectives of PPS10.

Joint Waste Core Strategy

The objectives of the JWCS are set out at section 4.3 (pages 10 and 11) of the JWCS and are as follows:

1. *to move management of waste up the hierarchy increasing minimisation, recycling and composting then recovering value from any remaining waste and only landfilling pre-treated waste* – a strategy based on maximising the diversion of waste from landfill will move management of waste in the West of England up the waste hierarchy. Presently the JWCS also identifies the need for 5.9 million m³ of new landfill void for non hazardous waste. This would undoubtedly contain waste that would be suitable for energy recovery and does not therefore comply with this objective of recovering value from any remaining waste and only landfilling pre-treated waste. This confirms our view that the 800ktpa of recovery capacity identified within the JWCS is the minimum that is required and that if the objective of recovering value from any remaining waste is to be achieved then additional recovery capacity will be required.
2. *to enable communities and businesses in the West of England take responsibility for the waste they generate* – currently there is no operational recovery capacity in the West of England and waste that is not recycled or composted is predominantly exported from the sub region for disposal. There remains therefore an urgent need for waste recovery capacity in the West of England.

3. *continue to promote public awareness to waste prevention and re-use – a strategy based on maximising the diversion of waste from landfill will reinforce this message.*
4. *to deliver timely provision of an integrated network to meet the requirements of the West of England – a strategy based on maximising the diversion of waste from landfill will reduce the reliance the West of England has on surrounding counties for landfill capacity and the sooner this is reduced the sooner the West of England can demonstrate that it is complying with the principles of the waste hierarchy, proximity and self sufficiency.*
5. *to contribute to reducing and adapting to the impacts of climate change by driving waste up the hierarchy, encouraging the provision of waste management facilities at appropriate locations and minimising and mitigating flood risk – maximising the recovery of energy from waste will provide a source of renewable/low carbon energy which will divert waste from landfill and displace energy generated from fossil fuel and lead to a decrease in CO2 emissions and tackling climate change.*

This confirms that a strategy based on maximising the diversion of waste from landfill clearly complies with the objectives of the JWCS.

Issue 2

The JWCS in seeking to deliver the 800 ktpa of recovery capacity needed in the West of England divides the sub region up in to 5 zones and allocates indicative tonnages to each of these zones to demonstrate how the need for new capacity could be met. The use of the word “indicative” is considered to be important and clearly indicates that these figures are not meant to be prescriptive or regarded as a maximum otherwise the JWCS would have stated so. Instead these tonnages were intended to provide a guide as to how the 800 ktpa could be delivered based on achieving a dispersed pattern of sites across the sub region. Delivery of more tonnage within one zone and facilities with lower tonnages within the other zones will still implement the preferred spatial strategy of the JWCS and may well better reflect the availability/deliverability of the allocated sites, source of waste and transport connections available in the West of England.

Based on an approach of maximising the diversion of waste from landfill there is considered to be a need to deliver more than the 800 ktpa of new recovery capacity identified in the

JWCS. For example, diverting in the region of 85% of the 5.9 million m³ of new landfill void identified as required would provide an additional 296 ktpa of recovery capacity (5.9M divided by 17 years gives an average 347 ktpa of which 85% is 296 ktpa). It is considered that the Avonmouth zone is best placed to deliver this additional capacity because it has the available/deliverable sites of previously developed land within a large established industrial zone, it has the best transport connections in the sub region and it is proximate to the largest source of waste arisings which is the greater Bristol area.

Extant permissions in the Avonmouth area would provide 332ktpa of capacity if all implemented to their maximum extent (Ethos Energy, Cyclamax and New Earth MBT/gasification). This would still leave a need for a potential additional 760 ktpa of recovery capacity to be delivered elsewhere in the West of England.

The evidence presented above clearly demonstrates a strategy based on maximising the diversion of waste from landfill (in accordance with the waste hierarchy) will not undermine the provision of additional waste recovery capacity elsewhere in the sub region and will have greater benefits in respect of tackling climate change because landfill will be minimised and recovery of low carbon/renewable energy will be maximised.

Finally the information submitted in support of the individual planning applications that have been submitted in the Avonmouth area by Viridor, SITA, New Earth and Cyclamax in respect of Traffic, Air Quality and Ecology all demonstrate that the delivery of additional capacity within Avonmouth will not have an adverse impact on the highway network, air quality or the international nature conservation designations in the area. And this is reflected in the lack of objection to these planning applications from the Environment Agency, Natural England and the Highways Agency.

Conclusion

The text proposed by the West of England Partnership does not therefore address the point and should be replaced by the text proposed in our original representation to confirm that the 800 ktpa is a minimum and that the JWCS should be seeking to maximise the diversion of waste from landfill.